



United States Department of the Interior

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DECISION

Charlie Dolman	:	Special Recreation Permit
Black Rock City, LLC	:	NVW03500-14-01
P.O. Box 884688	:	
San Francisco, CA 94188-4688	:	

INTRODUCTION

The Bureau of Land Management (BLM), Winnemucca District (WD), Black Rock Field Office has completed the Burning Man 2014 Special Recreation Permit (SRP) Determination of NEPA Adequacy (DNA), DOI-BLM-NV-W030-2014-0018-DNA. The DNA evaluated BLM proposed changes to the 2012-2016 stipulations and Black Rock City LLC's (BRC) application for a 2014 Burning Man Event SRP and associated population level of 68,000 for the 2014 event.

The event would be held on public lands managed by the BLM in Pershing County, Nevada on the Black Rock Desert playa, approximately 10 miles northeast of the community of Gerlach, Nevada.

In 2012, the Burning Man 2012-2016 Special Recreation Permit Environmental Assessment (EA), DOI-BLM-NV-W030-2012-0007, was completed for the Burning Man Event. The Decision Record (DR) and the Finding of No Significant Impact (FONSI) are dated June 12, 2012

The BLM's regulations for SRP administration allow the BLM to impose stipulations and conditions to meet management goals and objectives and to protect lands and resources and the public interest. 43 CFR §2932.41. The BLM may also amend any special stipulations in order to protect public health, public safety, or the environment. 43 CFR §2932.56. Under the 2012 DR, authorization for any event during the 2012-2016 period is subject to a separate SRP decision. Prior to issuance of any year's SRP decision, a detailed review and evaluation of the previous year's event will be conducted; as necessary, the special stipulations will be modified (subject to NEPA) to address issues and concerns raised during the previous event or otherwise identified for the applicable year's event. See 2012 DR at Page 2. Finally, the 2012 DR requires

that each year's SRP decision and/or the special stipulations must specify a maximum population allowed for that year's event. See 2012 DR at Page 2.

To achieve the aboverequirements, the BLM reviewed and evaluated all the stipulations set forth in the 2012 DR and BRC's 2013 SRP to ensure that a 2014 SRP would adequately address issues of public safety and environmental protection. This review included coordination with BRC, the Pyramid Lake and Sumit Lake Paiute Tribes, and other cooperators. Ultimately, the BLM authorized officer determined that it was necessary to modify the Burning Man 2012-2016 SRP Stipulations.

The proposed changes are described in the DNA. The commencement and ending dates for the 2014 event are proposed to be August 04 through September 15, with the actual event occurring August 24 through September 1, 2014.

DECISION

Based on the Burning Man SRP 2014 DNA, it is my decision to modify the Burning Man 2012-2016 Special Recreation Permit Stipulations as described in the DNA. The modified stipulations are referred to as the Burning Man 2014 Special Recreation Permit Stipulations and are attached herein.

It is my decision to:

- 1) Authorize Black Rock City, LLC to conduct the Burning Man event on public lands in Pershing County, Nevada in 2014;
- 2) Authorize a maximum of 68,000 participants for the 2014 event and;
- 3) Authorize the 2014 SRP to extend from August 04 through September 15, with the actual event occurring August 24 through September 1, 2013.

My decision is subject to the implementation of the attached Burning Man 2014 Special Recreation Permit Stipulations and the following conditions carried over from the 2012 DR:

- 1) The SRP for any year is subject to cancellation or modification during the permit period based upon performance of the permittee, changes in law, regulation or policy, changes in resource conditions, or upon newly available information.
- 2) Authorization for any events during the 2012-2016 period is subject to a separate SRP decision. Prior to issuance of any year's SRP decision, a detailed review and evaluation of the previous year's event will be conducted; as necessary, the special stipulations will be modified (subject to NEPA) to address issues and concerns raised during the previous event or otherwise identified for the applicable year's event.
- 3) Additionally, each year's SRP decision and/or the special stipulations attached thereto will specify the maximum population allowed for that year's event. The

maximum population authorized in any year may not exceed 70,000 participants, as that term is defined in the 2012-2016 Environmental Analysis (EA), unless the requisite additional NEPA analysis is completed.

RATIONALE

Rationale for this decision is based on factors including, but not limited to:

1. This decision is in compliance with the Black Rock Desert-High Rock Canyon Emigrant Trails National Conservation Area Act of 2000, which was enacted by Congress to create special designations for 1.2 million acres of public lands managed by the BLM in northwestern Nevada.
2. This decision is in conformance with the Resource Management Plan (RMP), approved July 2004 for the Black Rock-Desert-High Rock Canyon Emigrant Trails National Conservation Area and Associated Wilderness and other Contiguous Lands in Nevada.
3. BLM consulted with Pyramid Lake Paiute Tribe and Nevada Department of Transportation, the two governments involved in the development of the *Burning Man 2012-2016 Special Recreation Permit Stipulations*.
4. Based on the consultation, coordination and previous public involvement that has occurred, it is determined that this is a well informed decision.
5. Based on the DNA, it is determined that this decision will not result in any undue or unnecessary environmental degradation of the public lands and is consistent with federal, state, and local laws, regulations and plans.
6. On the basis of the information contained in the DNA, implementation of the proposed action will not have environmental impacts beyond those already addressed the EA.
7. The 2012 DR and FONSI support this decision. There would be no change in the selected alternative identified in the 2012 DR. There would be no change in the rationale identified in the 2012 DR.
8. Reviewing the maximum population level each year allows BRC, the BLM and other cooperators to plan and administer the event in a more predictable and orderly manner, assures that available infrastructure in the area of the event is able to support the participants, and in turn improves protection of natural and cultural resources.
9. Implementation of the Burning Man 2014 Special Recreation Permit Stipulations will serve to monitor for impacts and reduce or prevent impacts.
10. Based on the President's National Energy Policy and Executive Order 13212, the Proposed Action will not generate any adverse energy impacts or limit energy production and distribution. Therefore, no "Statement of Adverse: Energy Impact" is required per WO IM No 2002-053 and NV IM 2002-049.

AUTHORITY:

43 CFR §2930 Permits for Recreation on Public Lands

43 CFR §2932.41

You must follow all stipulations in your approved Special Recreation Permit. BLM may impose stipulations and conditions to meet management goals and objectives and to protect lands and resources and the public interest.

43 CFR §2932.56

- (a) BLM may amend, suspend, or cancel your Special Recreation Permit if necessary to protect public health, public safety, or the environment.
- (b) BLM may suspend or cancel your Special Recreation Permit if you—
 - (1) Violate the permit stipulations,
 - (2) Are convicted of violating any Federal or State law or regulation concerning the conservation or protection of natural resources, the environment, endangered species, or antiquities.
- (c) If we suspend your permit or a portion thereof, all of your responsibilities under the permit will continue during the suspension.

The statutory authorities underlying the regulations in this part are the Federal Land Policy and Management Act (FLPMA), 43 U.S.C. §1701 *et seq.*, and the Federal Land Recreation Enhancement Act (FLREA), 16 U.S.C. §6801 *et seq.* FLPMA contains the Bureau of Land Management's (BLM's) general land use management authority over the public lands, and establishes outdoor recreation as one of the principal uses of those lands (43 U.S.C. 1701(a)(8)). Section 302(b) of FLPMA directs the Secretary of the Interior to regulate through permits or other instruments the use of the public lands, which includes commercial recreation use. Section 303 of FLPMA authorizes the BLM to promulgate and enforce regulations, and establishes the penalties for violations of the regulations. FLREA authorizes the BLM to collect fees for recreational use in areas meeting certain criteria (16 U.S.C. §6802(f) and (g) (2)), and to issue special recreation permits for group activities and recreation events (16 U.S.C. 6802(h)). 18 U.S.C. 3571 and 3581 *et seq.* establish sentences of fines and imprisonment for violation of regulations.

APPEAL PROVISIONS

A person who wishes to appeal to the Interior Board of Land Appeals must do so under 43 CFR 4.411 and must file in the office of the officer who made the decision (not the board), in writing to Gene Seidlitz, District Manager, Winnemucca District Office, 5100 East Winnemucca Boulevard, Winnemucca, Nevada 89445. A person served with the decision being appealed must transmit the notice of appeal in time to be filed in the office where it is required to be filed within thirty (30) days after the date of service.

The notice of appeal must give the serial number or other identification of the case and may include a statement of reasons for the appeal, a statement of standing if required by § 4.412(b), and any arguments the appellant wishes to make. Attached Form 1842-1 provides additional information regarding filing an appeal.

No extension of time will be granted for filing a notice of appeal. If a notice of appeal is filed after the grace period provided in §4.401(a), the notice of appeal will not be considered and the case will be closed by the officer from whose decision the appeal is taken. If the appeal is filed during the grace period provided in §4.401(a) and the delay in filing is not waived, as provided in that section, the notice of appeal will not be considered and the appeal will be dismissed by the Board.

The appellant shall serve a copy of the notice of appeal and any statements of reason, written arguments, or briefs under §4.413 on each adverse party named in the decision from which the appeal is taken and on the Office of the Solicitor, Pacific Southwest Regional Solicitor, U.S. Department of the Interior, 2800 Cottage Way, Room E-2753, Sacramento, California 95825-1890.

Service must be accompanied by personally serving a copy to the party or by sending the document by registered or certified mail, return receipt requested, to the address of record in the bureau, no later than 15 days after filing the document.

In addition, within thirty (30) days of receipt of this decision you have the right to file a petition for a stay together with your appeal in accordance with the regulations at 43 CFR 4.21. The petition must be served upon the same parties specified above.

Pursuant to 43 CFR 4.47I(c), a petition for stay, if filed, must show sufficient justification based on the following standards:

- 1) The relative harm to the parties if the stay is granted or denied;
- 2) The likelihood of the appellant's success on the merits;
- 3) The likelihood of immediate and irreparable harm if the stay is not granted; and,
- 4) Whether the public interest favors granting the stay.

43 CFR 4.471 (d) provides that the appellant requesting a stay bears the burden of proof to demonstrate that a stay should be granted.

Sincerely,

/S/ Gene Seidlitz
Gene Seidlitz
District Manager
Winnemucca District

Attachments:

Burning Man 2014 Special Recreation Permit Special Stipulations

Form 1842-1

2014 DNA

2012 DR